

THE FOLLOWING DOCUMENTS
ARE ATTACHED:
(Please do not remove)

ER 0935X 2/188

SUBJECT:

TO:

		ACTION	INFO	DATE	INITIAL
1	DCI				
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3	EXDIR				
4	D/ICS				
5	DDI		X (w/o rpt)		
6	DDA				
7	DDO				
8	DDS&T				
9	Chm/NIC		X (w/o rpt)		
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11	IG				
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13	D/OCA				
14	D/PAO				
15	D/PERS				
16	D/Ex Staff				
17	NIO/NARC		X (w/rpt)		
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22	ER				
SUSPENSE		Date			

Remarks

STAT

Executive Secretary

17 Mar 88

Date

3637 (10-81)



NATIONAL DRUG POLICY BOARD
Washington, D.C. 20530

Executive Registry

88-0935X/1

March 14, 1988

The Honorable William H. Webster
Director
Central Intelligence Agency
Washington, D.C. 20505

Dear Director Webster:

Enclosed are the final two draft copies (Intelligence and Mainstream Adults) of the NDPB Lead Agency Committee Reports on their strategies and implementation plans as forwarded to 109 members of the Senate and House of Representatives.

Sincerely,

David Pickens
Executive Director

Enclosures



B-213-1R

~~EXECUTIVE SECRETARIAT~~

ROUTING SLIP

TO:

		ACTION	INFO	DATE	INITIAL
1	DCI		X (w/o Report)		
2	DDCI		X (w/o Report)		
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16	D/Ex Staff				
17	NIO/NARC		X (WITH REPORT)		
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22	ER				
SUSPENSE		Date			

Remarks

STAT

 Executive Secretary
10 Mar 88

Date

2427 (10-81)



NATIONAL DRUG POLICY BOARD
Washington, D.C. 20530

Executive Registry

88-0935X

March 9, 1988

The Honorable William H. Webster
Director
Central Intelligence Agency
Washington, D.C. 20505

Dear Director Webster:

Enclosed are draft copies of the NDPB Lead Agency Reports on their strategies and implementation plans as forwarded to 107 members of the Senate and House of Representatives today. A sample letter and list of members to whom the reports have been sent are also enclosed.

Sincerely,

A handwritten signature in dark ink, appearing to read "D. Pickens".

David Pickens
Executive Director

Enclosures





NATIONAL DRUG POLICY BOARD

Washington, D.C. 20530

March 8, 1988

The Honorable David Boren
United States Senate
453 Senate Russell Office Building
Washington, D.C. 20510

Dear Senator Boren:

In March 1987, the National Drug Policy Board (NDPB) was created and charged with developing a drug law enforcement and abuse prevention and treatment strategy. In May 1987, the NDPB established nine "Lead Agency Committees" and in August asked each to develop a strategy and implementation plan for their particular area of responsibility. Between September 1987 and February 1988 Lead Agency Committee plans were reviewed at the staff, agency and Policy Board levels. On February 25 and 26 the NDPB briefed Senate and House Staffs, respectively, on the outlines of Committee plans.

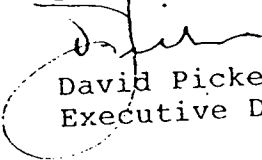
Enclosed for your information please find copies of the following draft Lead Agency Committee reports on their strategies and implementation plans: International, Investigation, Interdiction, Prosecution, Prevention Education, High Risk Youth and Treatment. The draft of the Intelligence and Mainstream Adult reports will be provided at a later date.

The enclosed are currently in "draft" form because (1) a small number of strategy-related issues require final clearance within the Executive Branch, and (2) the Board would appreciate any thoughts you might have concerning these reports. Any such comments should be provided to me (633-3435) no later than COB March 15, 1988.

It should be remembered that the Chairman has indicated that these reports represent a responsive and flexible approach to the drug problem. They will remain, therefore, in a "loose-leaf" format and will be updated, refined and audited on a regular basis. I should note that because much of the material provided is sensitive and classified "For Official Use Only"; this material is for use by you and your staff. Other more sensitive portions have a higher classification and are not contained in this material. Upon request, the NDPB will be happy to provide one-on-one or closed session briefings on these areas.

If you have any questions regarding this process, please do not hesitate to call me. Your time, assistance and dedication to our national and international efforts to curb drug trafficking and abuse are greatly appreciated.

Sincerely,


David Pickens
Executive Director

Enclosure

National Drug Policy Board



LEAD AGENCY COMMITTEE REPORTS ON STRATEGY AND IMPLEMENTATION PLANS

NOTE:

**THESE DOCUMENTS ARE INTENDED TO BE FLEXIBLE
AND RESPONSIVE TO CHANGES IN THE DRUG THREAT,
AND WILL BE ADJUSTED ACCORDINGLY.**

Lead Agency Committee Report on the INTERNATIONAL STRATEGY AND IMPLEMENTATION PLAN

NOTE:

**THESE DOCUMENTS ARE INTENDED TO BE FLEXIBLE
AND RESPONSIVE TO CHANGES IN THE DRUG THREAT,
AND WILL BE ADJUSTED ACCORDINGLY.**

DRAFT

NATIONAL DRUG POLICY BOARD
International Standing Committee

MAR 1988

FY 88-89
INTERNATIONAL NARCOTICS CONTROL
STRATEGY/IMPLEMENTATION PLAN



Office of the Vice President
Department of State
Department of Treasury
Department of Defense
Department of Justice
Department of Transportation
National Security Council
Central Intelligence Agency

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MAR 1988

INTERNATIONAL NARCOTICS CONTROL STRATEGY

Narcotics trafficking, has been identified by National Security Decision Directive (NSDD) 221, signed by the President in April, 1986, as a threat to the national security of the United States. The Federal Government was subsequently charged by the President to bring all available resources to bear on the elimination of narcotics production, trafficking, and abuse.

International narcotics control is a primary concern of the U.S. Government. All of the cocaine and heroin, and most of the marijuana consumed in the United States, originates in foreign countries. While the worldwide supply of illicit narcotics exceeds the worldwide demand for drugs, there is evidence, especially in less developed countries, that excessive supplies of drugs create even greater levels of demand.

The U.S. Government's international narcotics control strategy, carried out by eight Federal agencies, is a multi-faceted endeavor which includes eradication of illicit narcotic crops, law enforcement activities, development assistance, training, and public diplomacy.* The international narcotics control strategy has the reduction of the supply of narcotics entering the United States as its principal goal. A second, but equally important goal of the Government's strategy, is a reduction in the amount of illicit narcotics cultivated, processed, and consumed worldwide.

As noted above, the U.S. Government's international narcotics control strategy has both diplomatic and programmatic aspects, but it has, as its major focus, the reduction in the supply of drugs from the major drug producing and trafficking nations.

* U.S. Government agencies involved in international narcotics control are: Department of State (Bureau of International Narcotics Matters, U.S. Agency for International Development, U.S. Information Agency); Department of Justice (Drug Enforcement Administration, Federal Bureau of Investigation); Central Intelligence Agency; Department of Transportation (Federal Aviation Administration, Coast Guard); Department of the Treasury (U.S. Customs Service); and the Office of the Vice President (the National Narcotics Border Interdiction System). The Department of Defense, while not directly involved in narcotics control, does provide logistical support to other U.S. Government agencies so involved. All these agencies are, however, represented on the National Drug Policy Board and its International Standing Committee.

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At the present time, reducing the supply of cocaine produced and shipped from Latin America is the U.S. Government's first international narcotics control priority, closely followed by reducing the supply of heroin from Mexico and Asia, and marijuana from the Western Hemisphere.

Illicit crop cultivation and production can be reduced mainly by eradication programs. At present, 21 drug-producing countries, including the United States, are eradicating narcotic crops; 14 countries are financially and technically assisted by the U.S. Government in their eradication campaigns. Eradication is the most cost-effective and efficient method of reducing the availability of opium, coca, cannabis and their derivatives. By attacking the first and least lucrative, link in the grower-to-user chain, eradicating countries reduce the profits, corruption, and costs of law enforcement activities which must increase in magnitude as the drugs move further from their source and into international trafficking channels.

To date, eradication programs have not been able to keep pace with the expansion of narcotics crops. This is especially true of coca cultivation which expands by an estimated ten percent each year. If significant progress is to be made in coca control, it is first necessary to stop expansion of coca cultivation. No real progress can be made until Peru and Bolivia, the two largest coca producing countries, control the coca producing areas, clearly delineate licit from illicit coca cultivation and agree to use an effective, environmentally safe, aerially-applied herbicide if one can be found.

Moreover, coca eradication must be carried out in conjunction with an effective law enforcement program in all producing countries, making coca cultivation and trafficking an unprofitable venture for all so engaged.

Effective law enforcement efforts are a prerequisite to a viable crop eradication program. International law enforcement objectives include: the physical control of producing/ processing areas within cooperating host countries; the destruction of coca paste and cocaine laboratories, heroin refineries, and clandestine airstrips; the identification, investigation and immobilization of major, multi-national drug trafficking organizations and money launderers; the interdiction of narcotic crops enroute to their final destination; the interdiction of precursor chemicals necessary for the manufacture of narcotics; the sharing of actionable intelligence; the seizure of laundered narcotics profits through forfeiture proceedings; the strengthening of legal and judicial systems to assure the arrest and prosecution of narcotics offenders; and the seizure of narcotics-related assets.

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In formulating an international strategy, the U.S. Government must also appreciate the resource constraints facing most drug producing and transiting countries. Other vital issues, such as political and economic instability, minimum health and education standards, and pervasive unemployment problems, may become priority areas of concern to foreign governments and compete with narcotics control initiatives. The U.S. Government must recognize these limitations and work with foreign officials to improve narcotics control programs within prevailing operating constraints. Moreover, Government narcotics control officials also need to recognize that narcotics control is just one concern of U.S. foreign affairs policy makers who must address a number of other and no less critical issues in bilateral relationships.

With respect for, and mindful of the differences among legal and judicial systems, the U.S. Government must work with countries to develop narcotics control strategies that are workable and consistent within our overall bilateral relationships. In the final analysis, it is the terms of our bilateral agreement which define the operating environment within the host country.

When carried out in conjunction with the other domestic aspects of the President's national drug strategy, the U.S. Government's international narcotics control strategy can result in the reduction of worldwide supply of illicit narcotics. Gains in international narcotics control will, however, be meaningless if concomitant progress is not made in reducing domestic demand for drugs.

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EXECUTIVE SUMMARY

International Narcotics Control Strategy/Implementation Plan

The International Narcotics Control Strategy/Implementation Plan addresses all aspects of the international narcotics control problem, with special emphasis on cocaine. Eradication, enforcement, development assistance, training, and public diplomacy are the key elements of the strategy/implementation plan which features regional and country-specific plans, where appropriate.

The vast supply of narcotics available on a worldwide basis is, unfortunately, growing. As supplies increase, the global demand for drugs shows a concomitant increase. Unless the supply of narcotics is significantly reduced, the world will be forced to struggle with the attendant problems of violence, corruption, decreases in productivity, and the erosion of social institutions.

The cocaine situation is particularly severe. An estimated 170,000 hectares of coca are under cultivation in South America today. Moreover, the crop level is increasing faster than current eradication efforts; therefore, it is incumbent upon us, in preparing a U.S. Government-wide strategy, to propose realistic means for halting the rate of coca expansion. Manual eradication simply has not, and will not, reduce the availability of coca. Consequently, the International Narcotics Control Strategy/Implementation Plan relies heavily on negotiations with governments of countries where coca is produced for the purpose of reaching bilateral agreements on eradication methods and targets. The intention is to begin discussions immediately concerning the application of aerially-applied herbicides for large-scale coca eradication beginning in 1988. These negotiations are now possible because, for the first time, the U.S. Government is able to support wide-scale aerial eradication programs in Latin America.

As emphasized in the strategy, agreement must be reached on the use of herbicides and the narcotics assistance required to deliver both manual and aerial applications. Eradication, however, is not the complete answer and will not be possible in the Andes without parallel enforcement efforts, development assistance, training, and an effective public diplomacy campaign.

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POLICY GOAL

Reduce the amount of cocaine shipped from Latin America to the United States through an integrated program of narcotics control.

PROGRAM DESCRIPTION

The U.S. Government's international cocaine control program is a combination of joint efforts with the host governments of drug producing and trafficking countries; the program is focused on eradication, enforcement, development assistance, training, and, to some extent, public diplomacy directed primarily at the Andean region of Latin America. The cocaine control program addresses each stage in the cultivation, processing, and shipment of cocaine from Latin America to the United States. Coca production can be reduced through an aggressive balanced program of eradication and economic assistance in an effort to strengthen central governments by giving them the resources to confront more effectively drug production and trafficking problems. Interdiction efforts to suppress cocaine refining by destroying laboratories and interrupting the flow of both precursor chemicals and finished products have the parallel benefit of depressing prices paid for coca leaf and discouraging further planting and harvesting. Enforcement and judicial training are provided to Latin American and Caribbean countries to enhance their capability for interdicting cocaine, precursor chemicals and illicit profits and to make their legal and judicial systems more efficient and effective in investigating and prosecuting drug traffickers.

The three areas of concentration in the multi-agency program are: coca producing countries (Peru, Bolivia, Colombia, Ecuador, Brazil); cocaine refining countries (Colombia, Bolivia, Peru, Brazil); and cocaine transiting countries (Colombia, Brazil, Venezuela, Ecuador, Chile, Argentina, Paraguay, Bahamas, Panama, Central America, Jamaica, Mexico, Dominican Republic, Antilles, Haiti, and the Caribbean Basin).

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POLICY GOAL

Reduce the amount of heroin shipped from Asia and Mexico to the United States through an integrated program of narcotics control.

PROGRAM DESCRIPTION

The U.S. Government's international heroin control program is a combination of bilateral eradication, enforcement, development assistance (limited to Asia) efforts with host governments in Southeast and Southwest Asia, and Mexico. Training and, to some extent, public diplomacy, also play significant roles in our bilateral narcotics control programs in Asia and Mexico. The program focuses on three areas of the world: Southeast Asia, Southwest Asia and Mexico. The program also targets the heroin trafficking countries in Asia and Africa, as opium is processed into heroin and trafficked to the United States and Europe.

PROGRAM OBJECTIVES

1. Reduce the amount of opium cultivation in the Golden Crescent and Triangle regions through more accurate crop estimates, improved eradication programs, and continued development assistance for farmers, who forego traditional opium production.
2. Decrease the amount of opium cultivation in the Mexican Tri-state area (Durango, Sinaloa, Chihuahua) and in the states of Guerrero and Michoacan through the development of more accurate crop estimates and improvements in the opium eradication program.
3. Build regional and country-specific law enforcement and support capabilities through training, intelligence sharing, and professional exchanges.
4. Identify and destroy heroin refineries, intercept caravans in major opium-producing countries; and work with the governments of other countries, and their respective law enforcement agencies to improve intelligence sharing, to introduce tighter controls on precursor chemicals used in heroin processing, and to encourage regional initiatives to inhibit trafficking.